FINAL

Environmental Impact Report for the Old Oakland Mixed-Use Project

Prepared for:
City of Oakland

March, 1988

FINAL

ENVIRONMENTAL IMPACT REPORT

FOR THE

OLD OAKLAND MIXED-USE PROJECT

SCH #85090315

Prepared for:

City of Oakland

March, 1988

Prepared by:

EARTH METRICS INCORPORATED
859 Cowan Road
Burlingame, CA 94010
(415) 697-7103
and
MASON TILLMAN ASSOCIATES, LTD.
2955 Avalon Avenue
Berkeley, CA 94705
(415) 549-0582

A JOINT VENTURE

File No. ER ES-11
Ref. No. SCH #85090315

City of Oakland
Oakland, California

FINAL ENVIRONMENTAL IMPACT REPORT FOR:

OLD OAKLAND MIXED - USE PROJECT

(Project Title)
California Environmental Quality Act

CERTIFICATION OF COMPLIANCE WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

The Director of City Planning finds that the attached Final Environmental Impact Report has been completed in compliance with the California Environmental Quality Act, the Guidelines prescribed by the Secretary for Resources, and the provisions of the City of Oakland's Statement of Objectives, Criteria and Procedures for Implementation of the California Environmental Quality Act.

Alvin D. James

ALVIN D. JAMES
Director of City Planning

DATE: March 25, 1988

ACCEPTANCE OF FINAL REPORT BY CITY PLANNING COMMISSION

The attached Final Environmental Impact Report was accepted by the Oakland City Planning Commission at its meeting of _____.

THOMAS H. DOCTOR, Secretary
City Planning Commission

TABLE OF CONTENTS

1. INTRODUCTION

This document was prepared in accordance with the California Environmental Quality Act and State Environmental Impact Report (EIR) Guidelines. Included in this document are comments and reponses to comments on the Draft EIR which, along with the Draft EIR document dated December, 1987, consititute the Final EIR for the proposed Old Oakland Mixed-Use Project in Oakland.

The Draft EIR for this project was circulated for public review beginning December 28, 1987. During the public review period which ended on February 26, 1988, several agencies submitted to the City of Oakland written comments regarding the project and the adequacy of the Draft EIR. Additionally, a public hearing on the Draft EIR was held on February 10, 1988 as part of a regularly scheduled Oakland Planning Commission meeting. No written or verbal comments were presented at that meeting. This Final EIR includes all comments received by the City during the review period and responses to these comments.

2. PROJECT DESCRIPTION

2.1 PROJECT SITE LOCATION AND CHARACTERISTICS

The proposed project site is located in the City of Oakland in Alameda County, California. The site consists of 40,000 square feet or approximately 0.92 acres, and is located on the westerly two-thirds of the block bounded by Washington, 8th, Clay, and 9th Streets. The topography of the site is generally flat. Figure 2-1 presents the regional setting and Figure 2-2 shows the local setting.

Four structures currently occupy approximately one-half of the site, with the remainder being used for parking by adjacent or nearby occupants. Approximately 61 parking spaces now exist on site. The four structures include two adjacent buildings owned by the Salvation Army, the J & M Meats/9th Street Market building, and the Fremont Hotel.

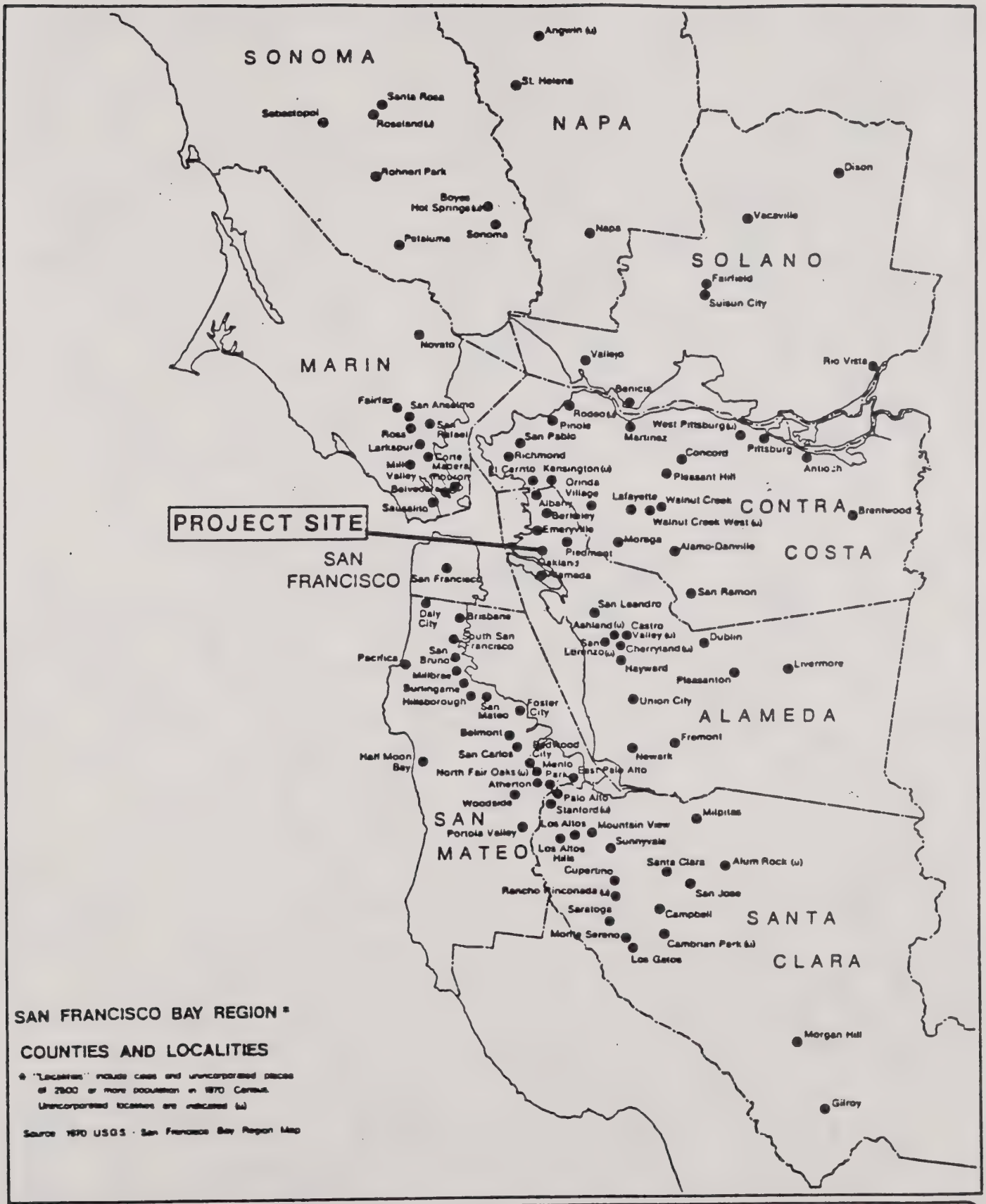
The site has access to City streets on the north, west, and south property lines. The eastern property line is adjacent to two commercial properties, Ratto's International Grocers and the Johnson/Durante property, both of which share the block with the project site and front on Washington Street (see Figure 2-3). To the north is the vacant Swan's Market building, to the west is the Housewives Market, and to the south is a series of older commercial and hotel-type residential structures. In the same vicinity, and of importance to the project, are the Convention Center/Hyatt Regency Hotel, the Trans-Pacific Centre in the Chinatown Redevelopment Area, Victorian Row in the Old Oakland area, City Center, and the Oakland-Piedmont-Emeryville Municipal Courthouse. Located south and west of the site are a mixture of aging single and multiple family structures, service commercial and light industrial uses, Interstate 980, and Interstate 880 (the Nimitz Freeway) (see Figure 2-4).

2.2 PROJECT DESCRIPTION AND OBJECTIVES

The Old Oakland Mixed Use Project is an activity administered by the Redevelopment Agency of the City of Oakland through the Office of Economic Development and Employment (OEDE). The primary objectives of the project are to provide a much-needed parking facility in the vicinity of the Victorian Row Project, to provide a downtown residential resource, and to continue the pedestrian-oriented commercial activities now being developed in the Victorian Row Project and the Housewives Market development effort. It is also an objective to create a facility which complements the architectural character of Victorian Row and the scale of other existing buildings in the area.

The project was conceived out of a need to provide a substantial number of parking spaces for the Victorian Row Project and the surrounding area. According to a 1982 parking study for the southwestern Central Business District prepared by City staff, there was a need for approximately 1,200 new parking spaces in this district and that a minimum of 300 of these spaces was needed in the vicinity of the Victorian Row Project.

The original project designs for a parking structure to occupy the predominately vacant portions of the site did not provide an optimum solution. Onwers of two major properties on the project site were contacted and expressed an interest in having the Redevelopment Agency/City acquire these

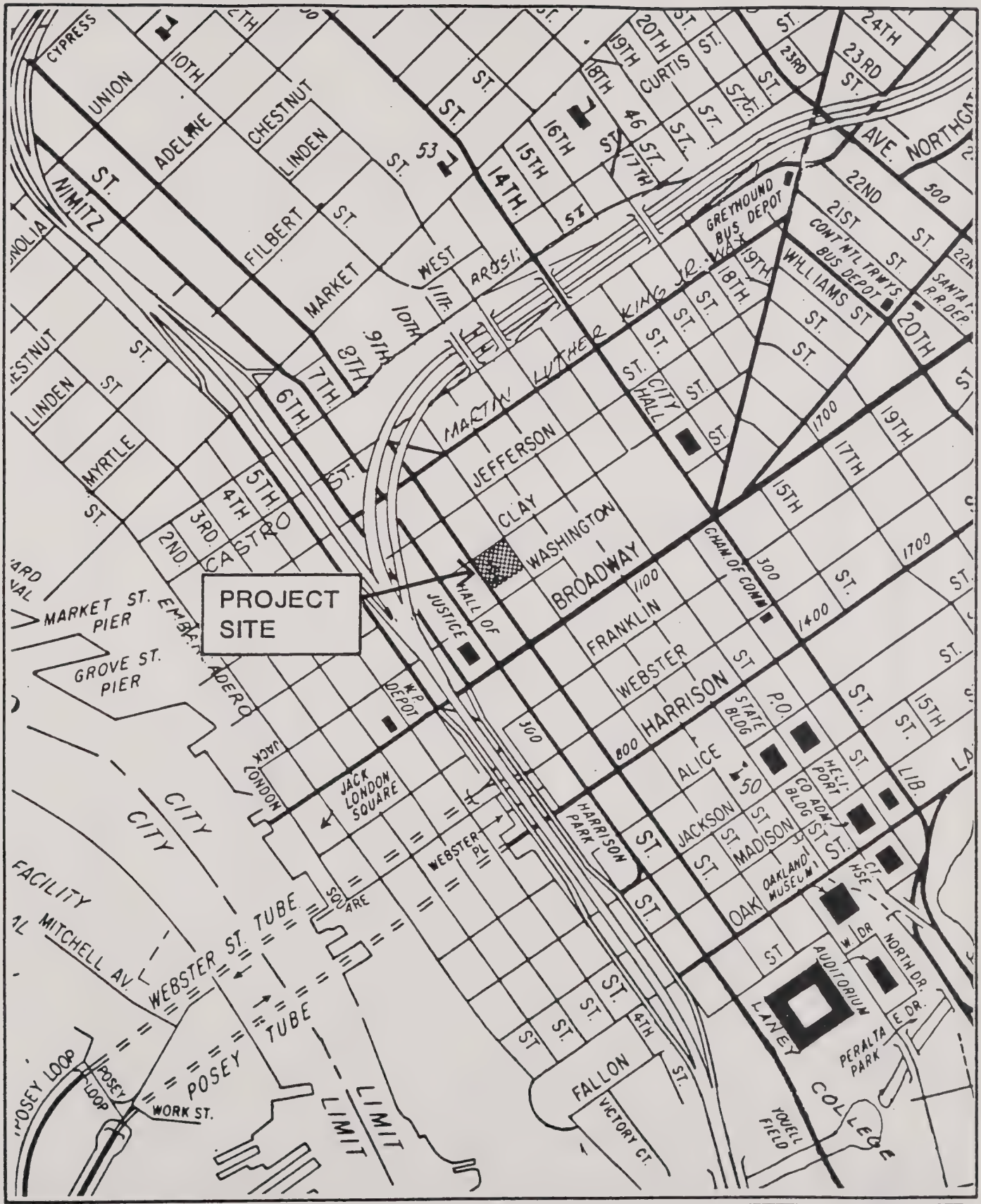


earth metrics

N

SCALE
1" = 15 MI.

FIGURE 2-1. REGIONAL SETTING OF THE PROJECT SITE



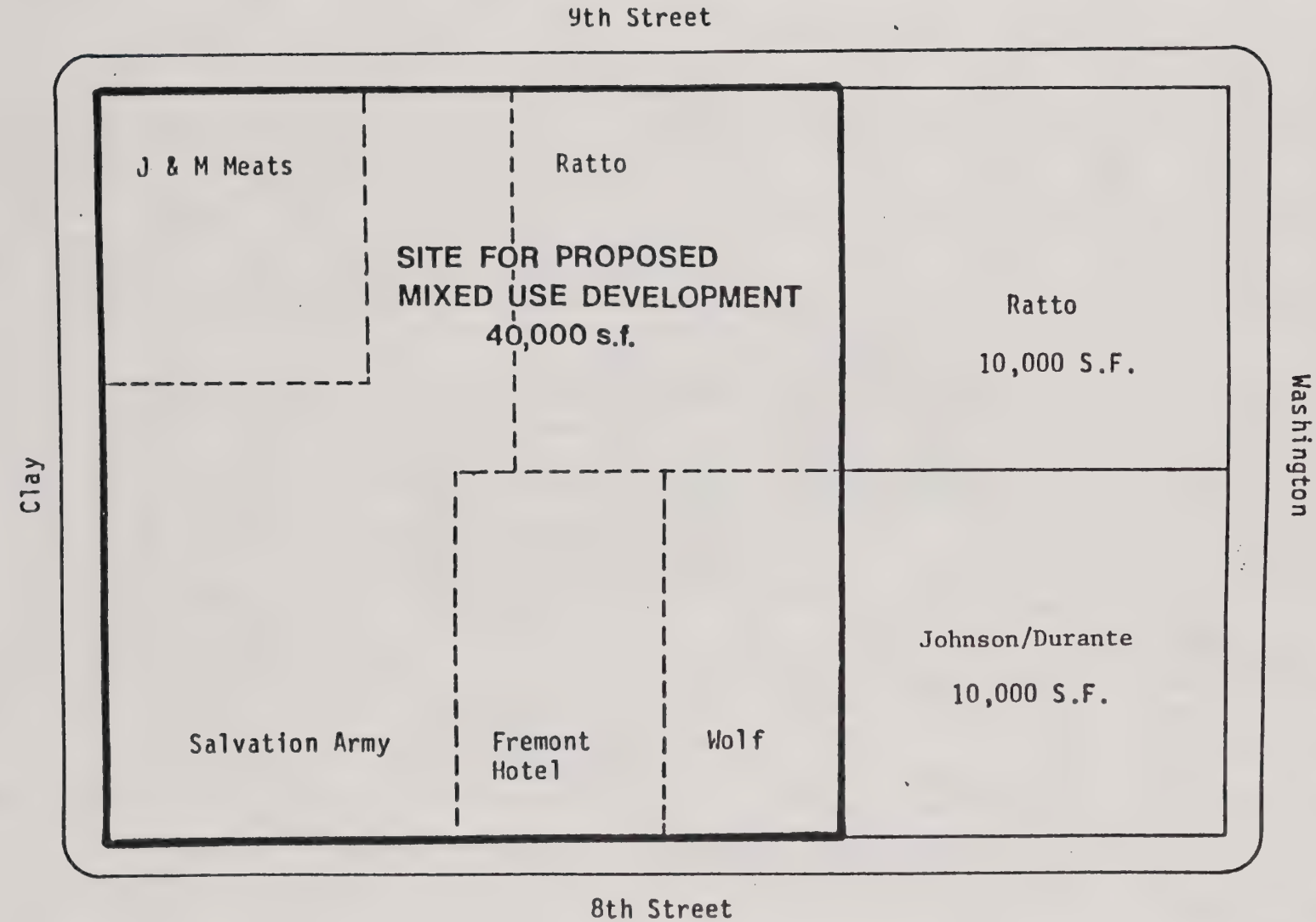
earth metrics

N

SCALE

1" = 1060'

FIGURE 2-2. LOCAL SETTING OF THE PROPOSED PROJECT



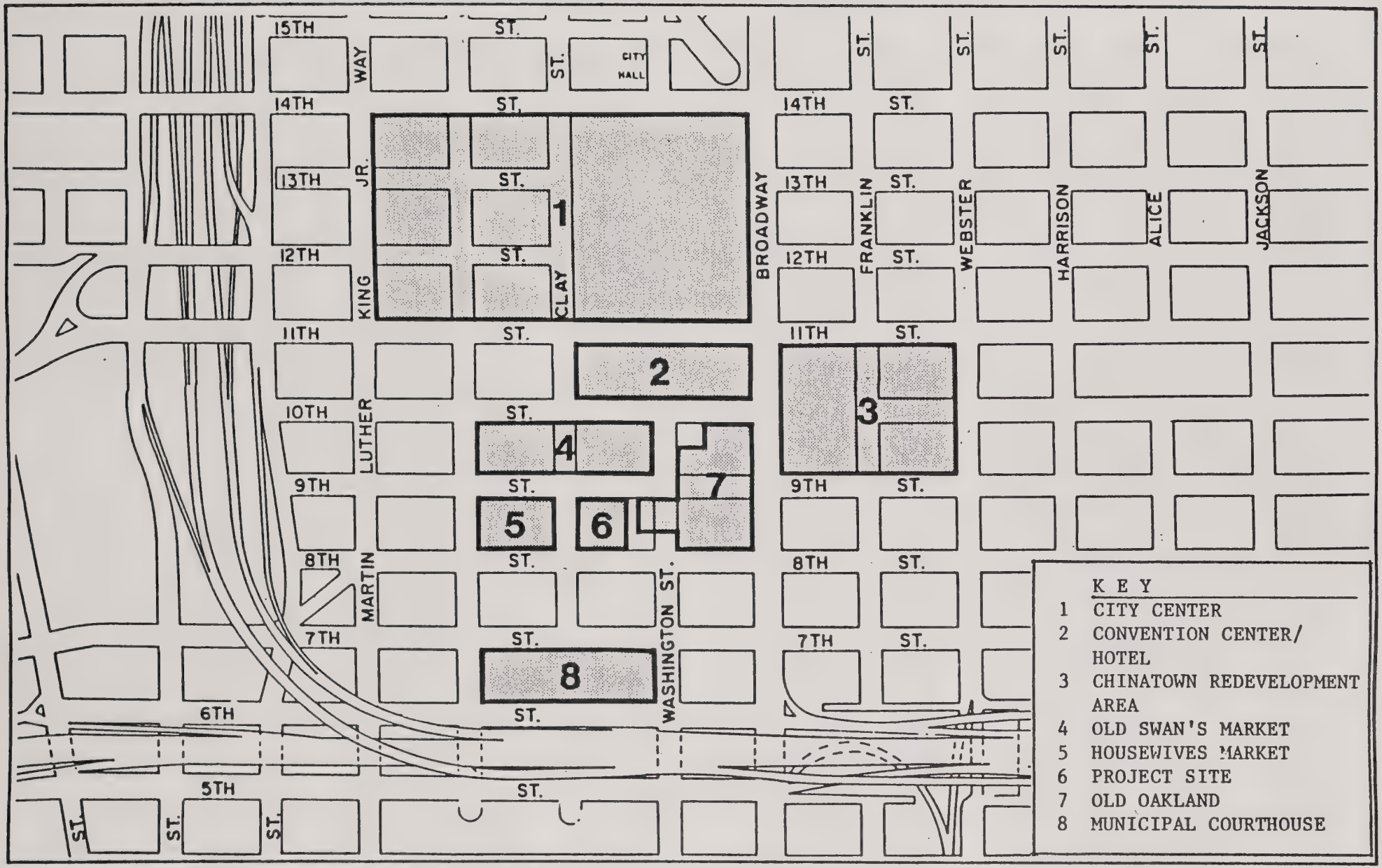
SOURCE: CITY OF OAKLAND, 1987

earth metrics

N

SCALE
1" = 46'

FIGURE 2-3. PROPOSED PROJECT PLOT PLAN



earth metrics

N

SCALE
1" = 560'

FIGURE 2-4 MAJOR BUILDINGS AND DISTRICTS NEAR THE PROJECT AREA

properties, allowing for a more comprehensive approach to development of the site. It then became possible to integrate commercial and residential activities with a more efficient and less obtrusive parking facility.

The project would involve property acquisition, relocation of existing businesses and residents, demolition of existing structures, and construction and operation of up to 70 apartments, up to 15,000 square feet of retail commercial uses, and a parking structure with up to 500 parking spaces. The retail commercial uses would be located at street level along the perimeter streets with one and two bedroom apartments above. The up to six level parking structure would be located between the apartment/commercial buildings with possible access from the adjacent streets. A pedestrian and service access corridor to serve the rear of Ratto's may also be provided, as shown in Figure 2-5. The project construction would not proceed until all relocation is successfully completed in accordance with the California Community Redevelopment Law.

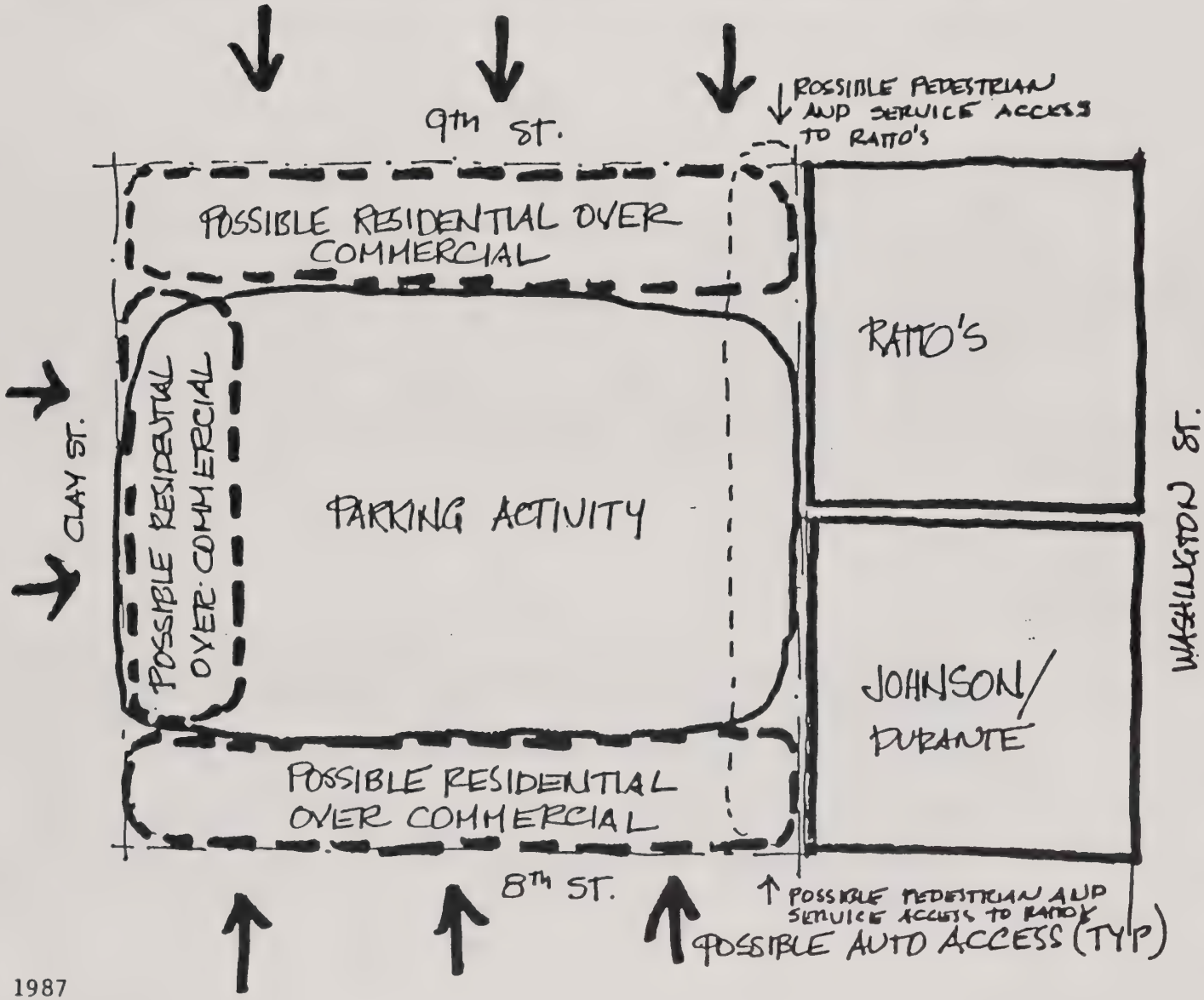
The project's residential, commercial, and parking structure uses are integrated in such a manner as to obviate negative aspects usually associated with a parking structure-only development, particularly in a neighborhood containing generally smaller scale buildings of historical and architectural significance. The commercial and residential development "wrapping around" a multi-story parking facility creates an opportunity to develop facades of a texture and scale which relate to the the adjacent architecture of the Victorian Row Project. Providing commercial activities at street level is complimentary to and links the commercial development being provided in Victorian Row and the nearby Housewives Market (see Figure 2-5).

The project concept includes a proposal that approximately one-half of the residential units be affordable to households with incomes below 80 percent of the area's median income level. Development of these units will probably require a construction subsidy. The units are proposed as predominately one bedroom with a lesser number of units of no more than two bedrooms, as the project site does not lend itself to housing for large families.

The project will be controlled by the C-52 Old Oakland Commercial Zone Regulations and the S-7 Preservation Combining Zone Regulations. In addition, the Redevelopment Agency will exercise design review authority within the project in conjunction with the City Planning Department. No use permitted by the zoning regulations and no construction, remodeling, or improvement will be permitted without the prior approval of the Redevelopment Agency. The Redevelopment Agency will evaluate development proposals with respect to social and economic perspective, as well as aesthetics and urban design characteristics.

2.3 INTENDED USES OF THE EIR

This EIR will be used for environmental review of the proposed Old Oakland Mixed Use Project. The City of Oakland will be using this EIR in its decision making process.



SOURCE: CITY OF OAKLAND, 1987

earth metrics

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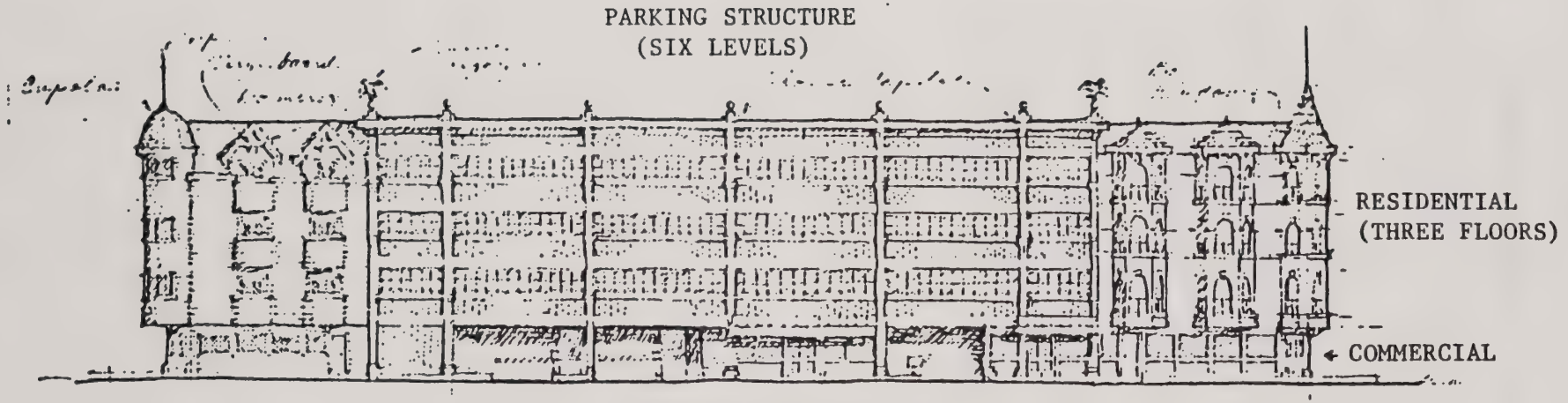
SCALE
NO SCALE

FIGURE 2-5. PROPOSED PROJECT CONCEPTUAL PLANS



CLAY STREET ELEVATION

8TH STREET ELEVATION

SOURCE: CITY OF OAKLAND, 1987

earth metrics

SCALE
1" = 46'

FIGURE 2-5 (CONTINUED). PROPOSED PROJECT CONCEPTUAL PLANS

3. COMMENTS RECEIVED ON THE DRAFT EIR AND LIST OF COMMENTORS

This section contains the actual written comments received in response to the circulation of the Draft EIR. The following is a list of the comments listed.

A. Curt Wengeler, Commercial Security Officer, Community Services Division, Oakland Police Department, January 26, 1988.

B. Michael F. Pickering, City Traffic Engineer, Oakland Traffic Engineering and Parking Division, February 9, 1988.

C. Gary F. Adams, District CEQA Coordinator, California Department of Transportation (CALTRANS) District 4, February 19, 1988.

D. J. Warren Boyd, Supervising Civil Engineer, Oakland Public Works Department - Engineering Services, February 22, 1988.

E. Milton Feldstein, Air Pollution Control Officer, Bay Area Air Quality Management District, February 26, 1988.

COMMENT A

CITY OF OAKLAND
Interoffice Letter

To: City Planning Department Attention: Alvin D. James Date: January 26, 1988

From: Comunity Services Division
Police Department

Subject: Administrative Draft EIR
Old Oakland Mixed Use Project

We have reviewed the administrative draft EIR for the Old Oakland Mixed Use Project.

Our primary concerns are related to security of persons and property within this mixed use project.

The commercial businesses on the ground level must meet the minimum security standards specified in Oakland Municipal Ordinance 3-12 and its various subsections. Our Community Services Division staff will be available to assist the tenants with security design techniques which could lower their vulnerability to crime. 25.1

The residential units at this project should meet or exceed the minimum standards set forth in the Police Department's Condominium/Apartment Security Program. 34.1

The parking structure for this project is proposed to hold approximately 500 vehicles. If at all possible, the residential parking should be physically separate from commercial parking. Informational graphics for the structure should be a minimum of 3' tall and painted on the walls above the height of parked vehicles. 36.1

Enclosed ia copy of the Commercial Burglary Prevention Ordinance and a copy of the Condominium/Apartment Security Bulletin. If you have any questions, please call me at extension 3066.

Curt Wengeler

Curt Wengeler
Commercial Security Officer
Community Services Divison

enclosures

COMMENT B

I O L

To: City Planning Attention: Tom Doctor Date: 2-9-1988.
From: Traffic Engineering and Parking Division
Subject: Comments on DEIR for the Old Oakland Mixed Use Project

We have reviewed the DEIR for the Old Oakland Mixed Use Project and have the following comments:

1. Table 3.3-4 -- Include definition for "turnover" which is defined as number of vehicles per space daily (9:00 a.m. to 5:00 p.m.). Under "source", 1985 should be 1986 (The survey was done in 1986).

2. Figure 3.3-1 -- The figure should be updated based on the 1986 parking survey conducted by the City. This information is available from the Traffic Engineering Division.

3. Page 3.3-9, Parking -- Include also a parking demand estimate for the project and state the extra spaces available for the surrounding businesses and establishments. Based on zoning requirements, the residential units will have a demand of 70 spaces. Using a parking rate of 3.0 spaces per 1000 gross square feet (Ref.: CDDP parking study), the 15,000 square feet retail space will generate a parking demand of 45 spaces. Therefore, an estimate of 385 spaces will be avialable in the garage for use by others.

4. Figure 3.3-2 -- Make changes as shown on the attached copy.

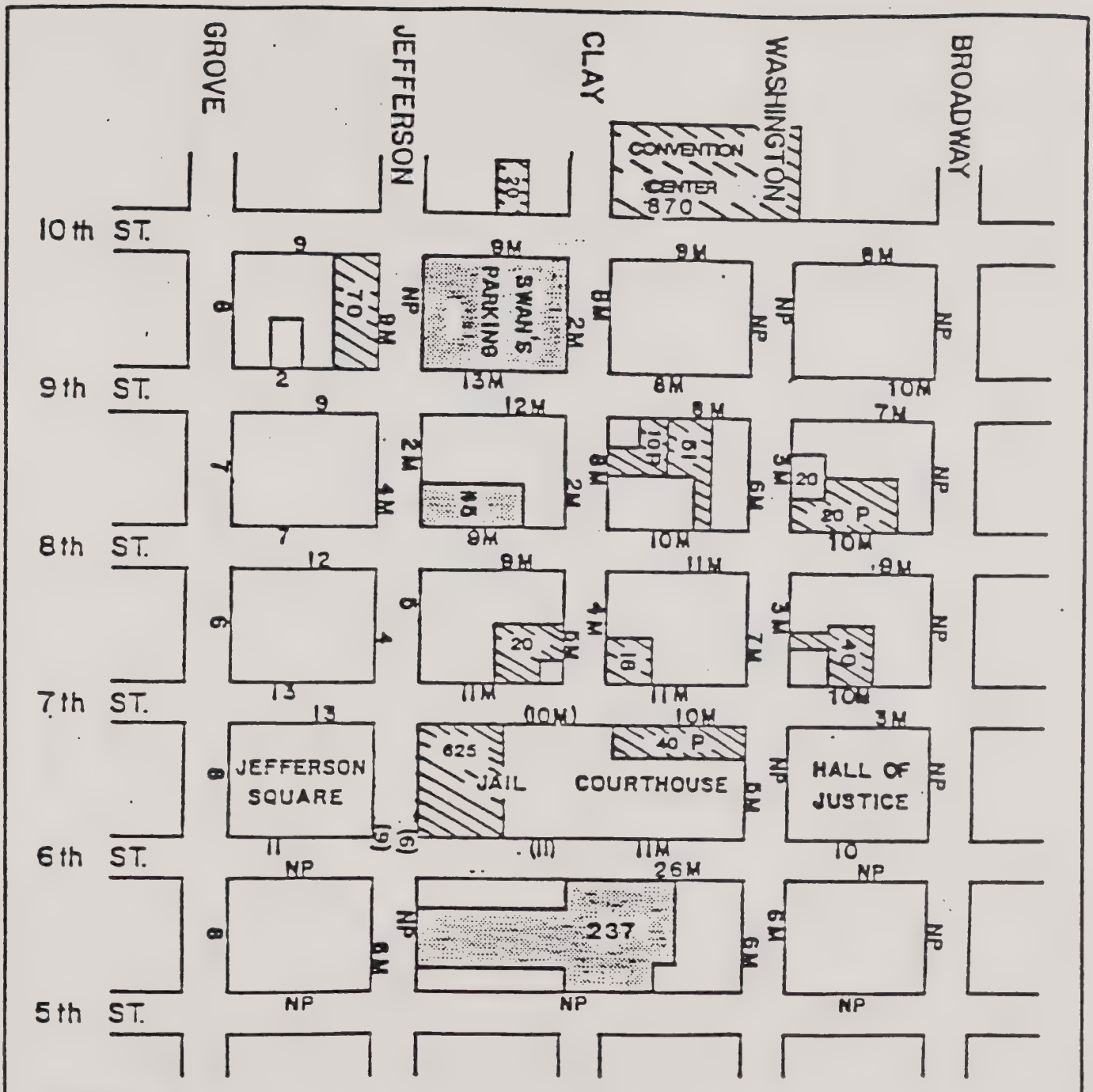
If your have any questions, please contact Lawrence Tai at Ext. 3466.

MICHAEL F. PICKERING
City Traffic Engineering

ltt/

Attachment

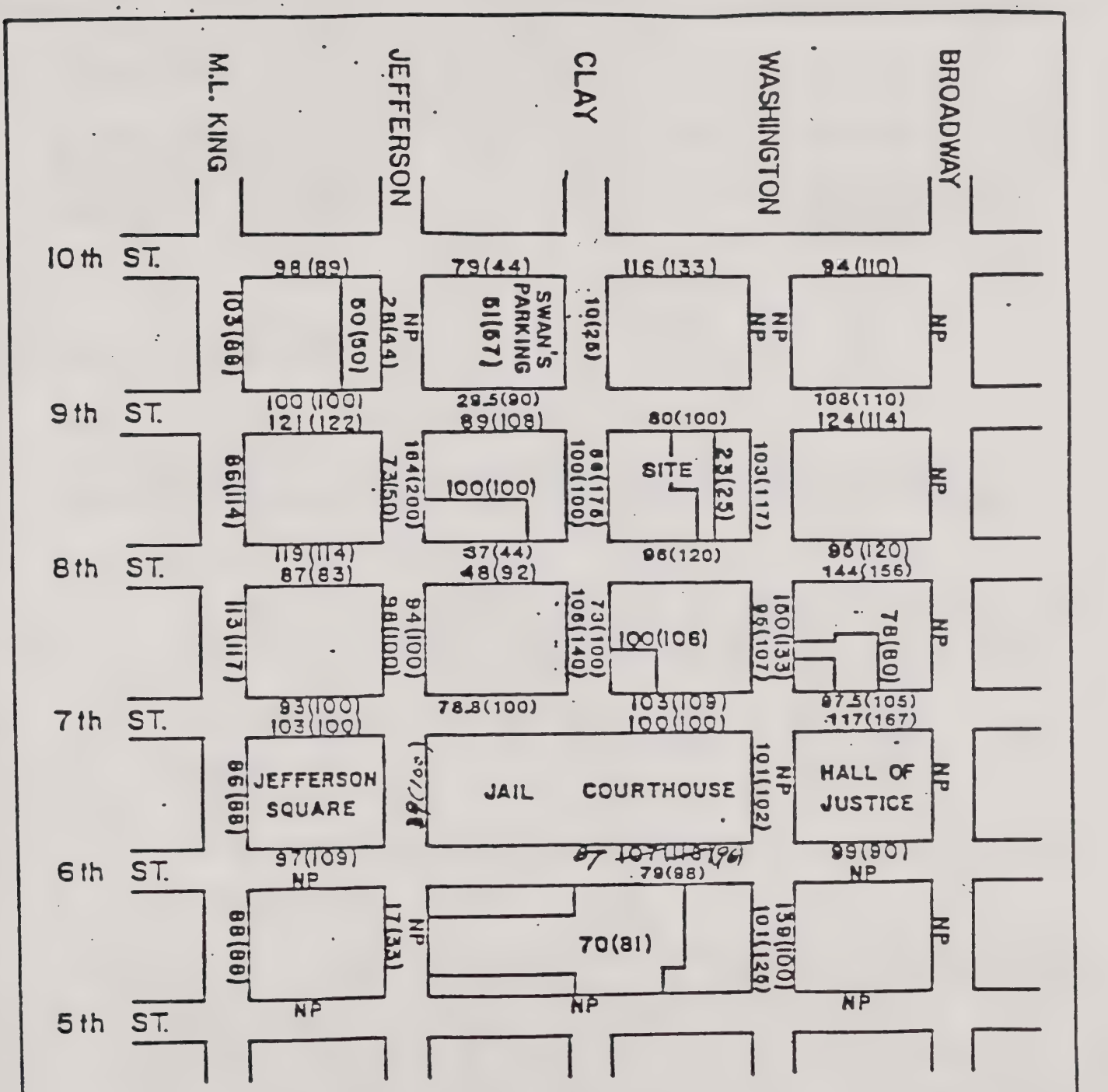
cc: Joe Wong (Engineering Services)



earth metrics

SCALE
NO SCALE

FIGURE 3.3-1. INVENTORY OF EXISTING PUBLIC PARKING FACILITIES



LEGEND

AVERAGE % OCCUPANCY 9:00 A.M. – 5:00 P.M.
(PEAK HOUR % OCCUPANCY) = 97(100)
NO PARKING = NP

Refer To Comment

SOURCE: CITY OF OAKLAND, 1982, 1986 (METERS ONLY)

earth metrics

SCALE
NO SCALE

FIGURE 3.3-2. EXISTING PUBLIC PARKING FACILITIES USAGE

2/22

of California
Business, Transportation and Housing Agency

Memorandum

Loreen McMahon
State Clearinghouse
1400 Tenth St., Rm. 121
Sacramento, CA 95814

Date : February 18, 1988

File No.: ALA-880-PM-31.62
SCH# [redacted]
ALA880070

DEPARTMENT OF TRANSPORTATION - 4

DEIR for the Old Oakland Mixed-Use Project

The Department of Transportation (Caltrans) has reviewed the above-referenced document and forwards the following comments:

1. Trip Generation, Table 3.3 - 5, page 3.3 - 7:

   a. 20 daily trip ends per 1000 sq. ft. Retail Commercial is an extremely low rate. Per ITE Trip Generation Rate tables (3rd Edition, 1983), the Avg. Weekday 2-way trips are:

Shopping Center of less than 50 mfs	: 107.7/mfs
" " " 50 - 99.9 mfs	: 105.74/mfs
Supermarket	: 125.5/mfs
Convenience Market, 15 - 16 hrs.	: 322.6/mfs

   b. AM peak hour trips were not, but should be accounted for.

2. Trip Distribution:

   Table 3.3 - 3, page 3.3 - 8 shows the result of the trip assignment to the local network. It does not show trip distribution (i.e. the zones or geographical areas to which the trips are entering and exiting). Since the trip assignment was based on that distribution, the two sets of distributional percentages should be shown.

3. Impacts on the State highway system:

   As implied by the statement on page 3.3 - 7, virtually all of the trips generated by the parking structure would be trips from nearby shopping or employment sites, and would therefore, not affect any State highway. As to the trips generated by the commercial and residential components of the project, the number of PM peak hour trips shown on Table 3.3 - 5 would not, in and by themselves, significantly affect State highway facilities, even if all were added to the traffic on a single ramp.

However, after reviewing and revising the trip generation rates for the commercial development, projecting both AM and PM peak
C.4 hour volumes, and distributing the trips, these should be included in the account of the cumulative traffic impacts to be covered in the environmental documents of other, major (from the traffic point of view) projects in this area.

4. It is recommended that efforts be made to ensure that construction-related vehicles, and debris do not interfere with the flow of traffic. This would include scheduling the
C.5 movement of construction-related vehicles to periods before, between, or after AM and PM peak hours. Furthermore, adequate precautions must be taken to ensure that neither excessive road surface deterioration nor any hazards to the public occur during the construction phase of this project.

Should you have any questions regarding these comments, please contact Rick Clennan of my staff at (415) 557-9298.

Gary F. Adams

GARY F. ADAMS
District CEQA Coordinator

cc: Jeff Georgevich, Metropolitan Transportation Commission

RC:em

bcc: LO, GEG, SR/MJJ, EB,
JR, RC

COMMENT D

CITY OF OAKLAND
Interoffice Letter

To: City Planning Attention: Tom Doctor Date: February 22, 1988

From: OPW-Engineering Services

Subject: ADEIR - Old Oakland Mixed Use

On page 3.7-3 under Wastewater Services the report should note that all wastewater discharges from the proposed project should enter the sewer collection system via mains at 8th and/or 9th Streets, adjacent to the proposed project site. No new connections to the trunk line on Clay Street will be allowed.

The trunk line which you were requested to connect to requires improvements at several locations to accommodate future growth. Based on the flow information provided in the EIR, the proposed project should contribute $11,500 of total estimated $683,000 toward improving the sewer system.

J. WARREN BOYD
Supervising Civil Engineer

JWB:ge

COMMENT E

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

February 26, 1988

Oakland City Planning Commission
6th Floor, City Hall
One City Hall Plaza
Oakland, CA 94612

Attention: Thomas H. Doctor
Senior Planner

Dear Mr. Doctor:

We have reviewed the Draft EIR for the proposed Old Oakland Mixed Use Project. The project involves the construction of up to 70 apartment units, up to 15,000 square feet of retail commercial space, and a parking structure with up to 500 parking spaces. The approximately one-acre area is located in the block bounded by 8th, 9th, Clay and Washington Streets.

As noted on page 3.5-1, certain urban areas in the Bay Area have not attained carbon monoxide (CO) standards mandated by the federal Clean Air Act. Downtown Oakland was one of the specific locations considered a nonattainment area for CO. We believe, therefore, that EIRs for projects in downtown Oakland should include detailed discussion of potential impacts on CO levels. Page 3.5-5 of the EIR refers readers to the 1985 Chinatown Redevelopment Plan DEIR for CO analysis. We believe that the Old Oakland environmental document should provide details regarding anticipated CO levels. We recommend that the Final EIR explain 1) the assumptions upon which the analysis was based, 2) what other development projects were included in the 1985 analysis, 3) the estimated CO concentrations predicted in the analysis, and 4) a justification of why the previous analysis is representative for the present project's impacts. E.1

In our letter of June 26, 1986 regarding the Central District Development Program, we expressed our misgivings about the City's limited analysis of future CO concentrations. We are especially concerned about the cumulative impacts of numerous distinct projects. We reiterate our recommendations of 6/26/86 that the City of Oakland consider implementing mandatory employer-based Transportation Systems Management programs in the Central District. By reducing vehicle trips, such programs can contribute toward reducing CO concentrations. E.2

939 ELLIS STREET • SAN FRANCISCO, CALIFORNIA 94109 • (415) 771-6000

E.3 Pages 3.5-6 and 3.5-7 list several mitigation measures to minimize CO levels within the parking structure. These include measures to assure adequate ventilation in the garage, reduce vehicle travel in the garage, reduce vehicle idling time, and separate parking structure air from residential and commercial air supplies. We strongly recommend that these measures to reduce CO levels in the garage be implemented.

If you have any questions, please contact Jean Roggenkamp, the Planner in our office.

Sincerely,

Milton Feldstein
Air Pollution Control Officer

MF:HH:mt

4. RESPONSES TO COMMENTS RECEIVED ON THE DRAFT EIR

The following responses address the comments which are contained in Section 3. The responses are keyed to specific comments identified by letter and number in the margin of the actual written comments contained in Section 3.

A. CURT WENGELER, COMMERCIAL SERVICE OFFICER, COMMUNITY SERVICES DIVISION, OAKLAND POLICE DEPARTMENT, JANUARY 26, 1988.

A.1 Project Security. These security measures are consistent with the mitigation measures for police services listed on page 3.7-6 of the Draft EIR.

B. MICHAEL F. PICKERING, CITY TRAFFIC ENGINEER, OAKLAND TRAFFIC ENGINEERING AND PARKING DIVISION, FEBRUARY 9, 1988.

B.1 Parking Turnover. The "turnover" definition included in this comment is noted and accepted.

B.2 Parking Data Update. The RGM Associates update identified on Figure 3.3-1 does include data from the City's 1986 parking survey.

B.3 Parking Demand. The parking demand calculations included in this comment are noted and accepted.

B.4 Existing Parking Facility Usage. The changes shown on Figure 3.3-2 in this comment are noted and accepted.

C. GARY F. ADAMS, DISTRICT CEQA COORDINATOR, CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS) DISTRICT 4, FEBRUARY 19, 1988.

C.1 Trip Generation. The source of the trip generation rates was CALTRANS Trip Ends Generation Research, 15th Progress Report, 1983. The daily commercial trip generation was reduced by 50 percent to account for dual purpose trips and local walk-in trips.

C.2 A.M. Peak Hour Trips. A negligible amount of commercial related traffic is expected to occur during the A.M. peak hour of the project area streets. The commercial businesses at the project site are not expected to be open at that time of the day.

C.3 Trip Assignment. The trip distribution was focused on the immediate project area intersection because of the low trip generation anticipated from the project. As stated on page 3.3-7 of the Draft EIR, the project trip distribution was based on the traffic assumptions used in the EIR for the Oakland City Center and on existing traffic volumes and patterns in the immediate area of the project site.

C.4 Cumulative Traffic Impacts. It is agreed that the project's trip generation should be included in the cumulative impact analysis for other major projects in the area.

C.5 Construction Traffic Mitigation. The contruction traffic mitigation measures included in this comment are noted and accepted.

D. J. WARREN BOYD, SUPERVISING CIVIL ENGINEER, OAKLAND PUBLIC WORKS DEPARTMENT-ENGINEERING SERVICES, FEBRUARY 22, 1988.

D.1 Wastewater Services. The information presented in this comment is noted and accepted.

E. MILTON FELDSTEIN, AIR POLLUTION CONTROL OFFICER, BAY AREA AIR QUALITY MANAGEMENT DISTRICT, FEBRUARY 26, 1988.

E.1 Coanalysis Assumptions from the 1985 Chinatown Redevelopment Plan EIR.

PREVIOUS CARBON MONOXIDE ANALYSIS. Air quality analysis was previously performed for the Chinatown Redevelopment Project Site, bounded by 9th and 11th Streets, between Broadway and Webster (p. III-2). The project included 763,000 square feet of office space; 250 to 500 dwelling units; 50,000 square feet of retail; a 20,000 square foot cultural center (pp. III-3, -4). The Chinatown Redevelopment Project was estimated to generate 570 vehicle trips in the P.M. peak hour (p. IV-B-21).

AIR QUALITY ANALYSIS (pp. IV-C-2, -3).

Background CO 1984 (Eight hour average)	8 ppm
Background CO 1995 (Eight hour average)	5.4 ppm
Air Quality Model	CALINE3
Vehicle Travel Speed	20 mph

PREVIOUS CO IMPACT. The Chinatown Redevelopment Project was forecast to add less than 0.1 ppm to baseline CO levels (eight hour average), on any street, in 1995.

CURRENT CO IMPACT. Based upon the scale of the subject Old Oakland Mixed Use Project, forecast traffic volume, and current assumptions (CALINE4, EMFAC7C), an insignificant CO impact is expected comparable to the above described impact.

E.2 Mandatory TSM Programs. No response is necessary.

E.3 Parking Structure Comitigation. No response is necessary.